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Activities of the Joint Inspection Unit of relevance to the United Nations Children's Fund

Note by the secretariat

Summary

This document provides information on reports prepared by the Joint Inspection Unit during the period September 2003 through September 2004 that are of specific relevance to UNICEF, which heretofore were not considered by the Executive Board. It presents action taken by UNICEF as well as the views of the UNICEF Executive Director on the issues raised by the inspectors.

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I. Overview

1. Reports of the Joint Inspection Unit (JIU) are submitted to the executive heads of the organizations concerned, who then act upon them, as appropriate, and report to their relevant Executive Boards. The present document provides information on JIU reports issued from September 2003 through September 2004 that are considered relevant to the administration and management of UNICEF, together with comments regarding the conclusions and recommendations contained therein, and a summary of actions undertaken.

2. Since the previous report (E/ICEF/2004/5), UNICEF has continued its dialogue with JIU on handling the reports and on procedures for follow-up. This greater intensity of dialogue and interaction on issues of common interest has increased the relevance of the reports, improved implementation of recommendations and enhanced transparency. There is active coordination among members of the Executive Committee of the United Nations Development Group (UNDG), and with the members of the Chief Executives Board for Coordination, to ensure consistency and coherence in the handling of JIU reports for maximum benefit.

II. Reports submitted by the JIU of direct interest to UNICEF

3. Since the previous report was submitted to the Executive Board at the first regular session of 2004, JIU has issued several reports of interest to UNICEF. The comments, observations and follow-up notes of UNICEF are summarized below.

A. "Achieving the universal primary education goal of the Millennium Declaration" (JIU/REP/2003/5)

4. This report examines the context and supporting conditions necessary for achieving the Education for All (EFA) and Millennium Development Goals target of universal primary education by 2015 and the related gender equality target of eliminating gender disparity in primary and secondary education by 2005 and in all levels of education by 2015. The report highlights the risk that these goals and targets will not be met unless both the international community and national Governments live up to their commitments.

5. While recognizing that the achievement of development goals rests with national Governments themselves, the report argues that much needs to be done in terms of increasing external resources as well as enhancing the efficiency and quality of external assistance. It focuses mainly on the role played by the international development assistance community, especially the organizations of the United Nations system, in assisting partner countries to reach the education goals, and articulates a number of action-oriented recommendations aimed at improving the quality of such assistance as well as the partnership arrangements through which it is provided.

6. UNICEF provided significant inputs to the development of the report and has actively encouraged dissemination and discussion of its key findings. The author of the report was invited to present the results of her review to UNICEF and to

participate in a seminar on major education evaluations organized in 2004 as part of a reflection and learning process linked to the mid-term review of the UNICEF medium-term strategic plan (MTSP). Paragraphs 7-20 below outline key aspects of UNICEF action around issues raised by the report on educational data and statistics, monitoring learning achievements (MLA), evaluations and lessons learned and enhanced cooperation with partners.

Data and statistics

7. The report highlights the need for significant improvements in the quality of educational data and information, including disaggregated data drawn from a variety of sources, as a basis for informed policy-making, monitoring and advocacy. It recommends strengthened cooperation among institutions concerned with the collection of educational data; national capacity-building in educational statistics; development of a sound measurement of primary completion rates; and regular reporting on progress by the EFA global monitoring team.

8. UNICEF recognizes that sound data collection and analysis, particularly at disaggregated levels, is essential for policy development, monitoring and accountability, and the organization has long supported capacity-building efforts to complement routine reporting with information from other sources, including household surveys. The utility and value added of the UNICEF-supported multiple indicator cluster surveys (MICS) are explicitly recognized in this regard in the JIU report (paragraph 36). The MICS were designed in collaboration with partners as a means of building capacity to fill data gaps and to monitor the goals for children set at the 1990 World Summit for Children. Two rounds of surveys were successfully conducted at mid- and end-decade, and a third round based on a revised questionnaire is currently being planned for 2005-2006 to monitor progress against the goals and targets adopted at the General Assembly Special Session on Children. The questionnaire for this third round has been assessed to include as many gender-disaggregated educational indicators as possible and to improve reporting, in coordination with other data-collection exercises such as the Demographic and Health Surveys supported by the United States Agency for International Development. In this process, UNICEF will continue to provide technical assistance to countries to increase statistical capacities not only for data collection, processing and reporting but also for analysis, particularly in countries where administrative reporting is weak.

9. Coordination between UNICEF and the Institute for Statistics (UIS) of the United Nations Educational, Scientific and Cultural Organization (UNESCO) has been strengthened through common efforts to assess the quality of educational statistics obtained from administrative records; to identify needs for improvement at the country level where data are produced; and to consider ways in which administrative data can be combined increasingly with other data sources, particularly survey data, to produce better global estimates. For 2005 specifically, UIS and UNICEF have been working towards the production of a joint publication on primary school-aged girls and boys who are out school, combining UIS data and UNICEF estimates from household surveys. As a result of this exercise, both UIS and UNICEF will be able to present a unified approach at the country level, thus optimizing cooperation with national Governments. The publication will include an analysis of disparities and key policy recommendations.

10. UNICEF is actively involved in monitoring and reporting on the main Millennium Development Goals, including the goals related to education. As part of the Inter-agency and Expert Group on the Millennium Development Goals Indicators, UNICEF has participated in the process of developing training and methodological tools to be used at the country level as guides for reporting on the Goals via *DevInfo*. Similarly and as part of the gender indicators subgroup, UNICEF has been promoting the use of household surveys data to supplement UIS data and to increase the use of net enrolment rates rather than gross enrolment rates. UNICEF has also participated in technical discussions with the UIS and the World Bank on development and refinement of the goals indicator for primary school completion.

11. As lead agency for the United Nations Girls' Education Initiative (UNGEI), UNICEF is working with a variety of partners in preparation for a major exercise in data and information collection and analysis to report on progress towards the 2005 goal for gender parity in education. As recognized in the JIU report (paragraph 6), the 2005 goal is the first test of credibility for the international community, and UNICEF has worked to keep this target on the international agenda. *The State of the World's Children 2004* focused on girls, education and development, presenting available information, evidence, and analysis of progress and challenges. UNICEF also contributed to the EFA *Global Monitoring Report 2003/2004* on gender and EFA, and is a member of its editorial board. For the 2005 reporting exercise, UNICEF plans to work with a broad spectrum of partners at national, regional and international levels to assemble and assess a variety of data and information sources — both qualitative and quantitative — to present as vivid a picture as possible of where we stand in relation to this goal, taking care to celebrate successes as well as to identify areas of continuing challenge.

Monitoring learning achievements

12. The JIU report points out that solid knowledge of learning outcomes is necessary to improve the quality of education and recommends action to assist partner countries to build monitoring capacity and strengthen assessment of learning achievements at the end of national primary cycles.

13. UNICEF recognizes the need for monitoring learning outcomes and realizes that this is a complex area that remains to be strengthened. Target 3 of the girls' education priority of the MTSP specifies attainment of nationally defined learning outcomes in literacy, numeracy and life skills as a key measure of learning achievement and calls for capacity-building to ensure gender parity in achievement in basic education. UNICEF supports a number of countries in conducting MLA at different levels of the education cycle, but awaits the final results of an evaluation of the joint UNESCO/UNICEF MLA project to determine how best to move forward in this area. The MLA project is cited in the JIU report (paragraph 31) as one of the most comprehensive attempts to devise an international framework for measuring learning that transcends the traditional focus on exam results or school enrolments. Important developments in another promising initiative on monitoring achievement in lower primary, have been promoted with UNICEF assistance in a number of countries in Eastern and Southern Africa. In other countries and regions, the focus has been on national standards and exams as an indicator of learning achievement. Through its standard monitoring questions for annual reporting from field offices, UNICEF also gathers gender-disaggregated information on transition rates from primary to post-primary levels as well as on the gender gap for pass rates in primary

school leaving exams, information that helps to monitor the situation in the absence of more precise indicators and data.

Evaluations and lessons learned

14. The JIU report highlights the need to systematize and strengthen the utilization of evaluation results in education; build up and consolidate empirical evidence of lessons learned; distil these into best practices; and share these more widely among partners so that these practices may be used to inform subsequent planning and implementation and contribute to a knowledge base on how successful interventions can be scaled up. The report also recommends that the United Nations Evaluation Group (UNEG) explore the feasibility of establishing a system-wide single platform through which all development partners may access empirical evidence.

15. With its results-based focus and concern to strengthen the evidence base for improved cooperation, UNICEF is firmly committed to these goals and has supported a variety of capacity-building efforts in this regard. The education evaluation learning seminar described above examined key findings and recommendations from a variety of recent educational assessments, in addition to the JIU report. These include the following: the joint evaluation of external support to basic education in developing countries; the external evaluation of the African Girls' Education Initiative, a desk review of the UNICEF child-friendly schools initiative; and a desk review of UNICEF education evaluation reports commissioned as part of the mid-term review of the MTSP. Discussions and interactions with distinguished education evaluators and close examination of lessons learned from these exercises greatly enriched the review of the MTSP and helped to identify the most effective strategies for programmes of cooperation in girls' education in support of the related EFA and Millennium Development Goals targets.

16. In collaboration with key UNGEI partners, UNICEF in 2004 also supported a technical policy consultation on scaling up good practices in girls' education in Africa, led by the Forum for African Women Educationalists. The consultation brought together over 150 education experts and participants from Governments, donor agencies, the United Nations system and non-governmental organizations to review, appraise and share information on a diverse set of good practices in girls' education and to explore factors that promote or constrain their scaling up. Key findings and conclusions of the consultation are feeding into action plans and advocacy for scaling up good practices in girls' education across sub-Saharan Africa.

17. The UNEG has established a web site to enable different agencies to share the findings of various evaluations, managed by the United Nations Development Programme (UNDP) as the secretariat of UNDG. UNICEF contributes annually to the support of this web site and has established links with its own evaluation web site.

Strengthened partnerships and collaboration

18. The JIU report recommends intensified cooperation among education partners in the field, including enhanced interaction with Bretton Woods institutions; strengthened linkages between planning processes such as the Common Country Assessment/ United Nations Development Assistance Framework (CCA/UNDAF), poverty reduction strategy papers (PRSPs) and other national development

frameworks; and increased attention to capacity-building to allow for greater engagement in sector-wide approaches (SWAps).

19. With the 2005 gender parity target date fast approaching and as the lead agency for girls' education, UNICEF has intensified efforts to strengthen partnerships around girls' education, including through support for the establishment of a global advisory committee for UNGEI and a focus on operationalization of UNGEI activities at field level. One example of enhanced coordination and cooperation at field level is that between UNICEF and the World Food Programme (WFP), with a revised memorandum of understanding under preparation. Joint planning with partners on major consultations, workshops, and capacity-building exercises is increasing, and collaboration with the World Bank and regional development banks is being strengthened. UNICEF is organizing, with UNESCO as co-convenor, a technical review and consultative meeting on girls' education as part of this year's EFA High-Level Group Meeting, with the aim of taking stock of progress and challenges in girls' education and agreeing on a set of "last call" strategies and financial commitments for action from key donors and development partner agencies.

20. As part of the UNDG at country level, great efforts are being made to ensure that the strategic orientations of UNICEF are reflected in all relevant international and national planning frameworks, such as the CCA/UNDAF, PRSPs and equivalent poverty reduction and development plans. UNICEF is increasingly strengthening its own capacity to engage in SWAps, and to accompany countries, through the concept of a "total resource package", in their efforts to scale up progress in girls' education and EFA. More country offices are participating in education SWAps and in some cases are playing a lead role or are influencing decision-making around key issues of concern to UNICEF. Following a major capacity-building exercise in SWAps and scaling up in Eastern and Southern Africa in 2003, similar exercises brought together key education sector partners in East Asia and the Pacific in 2004, and will do the same in West and Central Africa in early 2005. UNICEF is also increasingly engaging with the World Bank around investment issues in education, and is currently preparing, with UNGEI partners, a technical analysis of gender and the EFA Fast Track Initiative.

B. "Evaluation of the United Nations Volunteers Programme" (JIU/REP/2003/7)

21. The report notes that over the years, the United Nations Volunteers (UNV) Programme has expanded its mandate of development cooperation to support United Nations involvement in humanitarian and emergency relief, peace building and electoral support activities. In its report on "Strengthening the United Nations system capacity for conflict prevention" (JIU/REP/1995/13), the JIU recommended a more extensive use of UNVs to enhance United Nations system activities that address the root causes of conflicts. The current report provides an evaluation of the administrative and management structure and methods at UNV and recommends improvements aimed at ensuring the most effective use of resources.

22. Chapter IV on the revitalization of UNV relationships with partners includes UNICEF among the United Nations partners. In 2003, there were 88 UNVs working in UNICEF, all work in field locations. Country offices interested in receiving these

volunteers need to follow the standard UNICEF budget and programme procedures for establishment of posts.

23. The process of selection and management of UNVs, however, is totally decentralized to the country offices, which reimburse UNDP directly and locally for all the expenses related to UNVs. The UNICEF Division of Human Resources (DHR) in New York is contacted by country offices only when some advice is required concerning hiring procedures.

24. A formal assessment by DHR of UNV in UNICEF is planned for the near future; nevertheless, it is not premature to affirm that the programme has proved to be successful, judging from the growing number of UNVs utilized by UNICEF offices.

C. "Review of the headquarters agreements concluded by the organizations of the United Nations system: human resources issues affecting staff" (JIU/REP/2004/2)

25. UNICEF appreciates the report and the recommendations. The issues addressed are of critical importance to a highly operational organization with highly mobile staff.

26. UNICEF has been working closely with other United Nations organizations in efforts to remove impediments to mobility, including in the area of work permits. The UNICEF spouse employment policy, issued in June 2001, encourages heads of office to advocate when and where appropriate with host Governments and national authorities for a more liberal granting of work permits to spouses of International staff.

27. Regarding the dissemination of information on the privileges and immunities granted to staff, chapter 1 of the UNICEF Human Resources Manual, which is available to all staff, contains details on staff privileges and immunities. It also attaches a copy of the 1946 Convention on Privileges and Immunities of the United Nations. The chapter is currently being updated and will be disseminated to all staff.

28. Concerning timely processing of visas, UNICEF, like other United Nations organizations, has on several occasions experienced difficulties obtaining visas for its staff. This has caused significant problems for staff and families and has adversely impacted the organization's capacity to promptly and efficiently deploy or reassign staff. The continued cooperation of Governments in this area is of critical importance.

D. Series on "Managing for results in the United Nations system" (JIU/REP/2004/5-JIU/REP/2004/8)

29. A series of reports on managing for results in the United Nations system includes the following reports:

(a) "Overview of the series of reports on managing for results in the United Nations system" (JIU/REP/2004/5);

(b) "Implementation of results-based management in the United Nations organizations" (part I) (JIU/REP/2004/6);

(c) "Delegation of authority and accountability" (part II) (JIU/REP/2004/7);

(d) "Managing performance and contracts" (part III) (JIU/REP/2004/8).

30. **The overview report (JIU/REP/2004/5)**. The benchmarks reflect the state of the art and are quite useful to convey the key concepts. Many are already in place within UNICEF.

31. **The report on implementation of results-based management (JIU/REP/2004/6)**. UNICEF believes that the report sets out an excellent systems approach which looks at how all parts of the Organization need to work together rather than working on piecemeal implementation. The analysis of technical implementation problems is sophisticated and convincing and indicates a high-level quality of responses. There is also a good attempt to identify lessons learned. It is simple to understand the report's checklist format combined with the more detailed narrative text. The report elaborates not only on the issues of training and integration but also on programme guidance. In addition, the report boldly links change to human resources (HR) issues and organizational culture.

32. The report also indicates that results-based management (RBM) is a flexible tool but is not equally good in all settings. However, it is unclear where the inspectors consider it to be more or less appropriate or where the difficulties lie. The report also does not analyse to the degree it could, the cultural and other constraints that have prevented RBM from being as widely adopted and well used as it perhaps could be. The constraints are probably not simply due to a lack of systems perspective but to a more durable cultural resistance based on alternative incentives that people find more appealing. The good practices noted seem to be self-reported successes from various United Nations entities and do not appear to have been independently verified by the JIU.

33. Distinctions could be highlighted between: (a) RBM as a technique for developing countries to design better focused and managed programmes that lead to tangible results for their people (i.e., making their own development programmes results-focused) and to achieving the Millennium Development Goals. This is what the UNICEF RBM guide is about — how to design a development cooperation programme so the likelihood of achieving predefined results is increased; and (b) RBM as an improved form of organizational management, i.e., setting clearly defined targets (as in the MTSP), regular standardized reporting on performance in relation to those organizational targets, and management attention and corrective action where performance is off track. The JIU primarily discusses the second point across the agencies, but refers to the first point in the case of UNICEF.

34. Only three good practices are taken from UNICEF. The report highlights the fact that UNICEF has developed a set of management indicators that were tested by country offices during 2003. This is mentioned in the context of a suggestion that key or standard performance indicators could be developed at the level of the United Nations system (paragraph 62). Reference is also made to the UNICEF central evaluation database (paragraph 72). Finally, the reports mentions that training kits already exist at UNICEF, UNDP and the United Nations Population Fund (paragraph 77).

35. The report does not provide a complete overview of the UNICEF approach to RBM at the organizational, country and activity levels. Also, because it is drawn on the canvas of the United Nations system, the report tends to focus on limitations rather than real value. That said, UNICEF recognizes that it still has much to do to improve its RBM.

Comments on specific benchmarks

36. **Benchmark 1: A clear conceptual framework for RBM exists as a broad management strategy.** The RBM framework for UNICEF has been developed through the MTSP for the period 2002-2005, which sets out organizational results to be achieved and indicators for monitoring progress. UNICEF-assisted country programmes now use a more explicit RBM management framework, including a results matrix and an integrated monitoring and evaluation plan. Individual country programmes are linked to and guided by the corporate plan, as appropriate. The secretariat will continue to assess and refine these instruments.

37. **Benchmark 2: The respective responsibilities of the organization's main parties are clearly defined and Benchmark 3: Long-term objectives have been clearly formulated for the organization.** In addition to performance standards, the UNICEF MTSP defines expected longer-term results for the organization as its specific contribution to agreed international development goals. The internal structure of accountabilities has been defined (see E/ICEF/Organization/Rev.3 of April 1998) and is being updated. The MTSP is formulated and periodically reviewed through a participatory process, which includes UNICEF field staff, members of the Executive Board and funding partners. Progress against the expected results set out in the plan is reported to the Executive Board through the annual report of the Executive Director.

38. **Benchmark 4: The organization's programmes are well aligned with its long-term objectives.** While this benchmark is appropriate at the aggregate level, it is noted that the setting of objectives at the individual country programme level is undertaken with reference to national priorities and the specific situation of children, taking the organizational priorities into account. UNICEF uses a two-tier framework similar to that described for UNDP (in part I, paragraph 37 of the report), involving the establishment of expected results at both the corporate and country levels and a process of articulation between them.

39. **Benchmark 5: The organization's resources are well aligned with its long-term objectives.** Office management plans, country programme management plans and corresponding budgets are developed in the framework of the priorities and standards of the MTSP. In addition, UNICEF programme expenditures are closely aligned with the corporate priorities (see the report on the mid-term review of the MTSP (E/ICEF/2004/13, table 2)). Unevenness in the flow of other resources to approved country programmes of cooperation creates a significant level of uncertainty. As per the JIU report's discussion, summary programme budget frameworks for country programmes of cooperation are usually approved on a medium-term basis (typically for five years).

40. **Benchmark 6: An effective performance monitoring system is in place.** UNICEF is developing its performance monitoring system incrementally. Elements of the system are contained in the results matrices of annex I of the MTSP and, as noted in the JIU report (part I, paragraph 62), were extended by the introduction, in

this plan period, of management and performance indicators at country level. An executive information system is being developed in prototype and will be available to a limited group of users in the second quarter of 2005. In terms of situation monitoring, UNICEF contributes extensively to the monitoring of child-related indicators for the Millennium Development Goals, as well as to national multiple-indicator household surveys and the development of national statistical databases and country monitoring, based on the *DevInfo* software.

41. **Benchmark 7: Evaluation findings are used effectively.** UNICEF has a decentralized evaluation system that has been strongly endorsed by the Executive Board. The report to the Executive Board on the evaluation function in the context of the MTSP (E/ICEF/2002/10) clearly defined the different types and levels of evaluation. The report to the Executive Board on progress on the UNICEF evaluation function (E/ICEF/2004/9) showed that self-evaluation is a main component of a clearly elaborated evaluation system. The following are several examples:

(a) As part of the office management plan and at country programme level, evaluations are planned and resources identified for their implementation. The mid-term reviews of UNICEF country programmes provide an important and systematized form of self-evaluation by the programme partners;

(b) The Evaluation Office provides functional leadership, evaluation standards and guides, and supports regional offices, which in turn ensure coaching to country offices;

(c) Country offices develop integrated monitoring and evaluation plans. Regional offices oversee thematic evaluations to be conducted and provide evaluation support to country offices. Headquarters divisions plan evaluations in their office management plans In 2002, the Evaluation Office presented a multi-year evaluation plan to the Executive Board;

(d) Special efforts are made to ensure timely contribution of country programme evaluations to the planning cycle for country programmes;

(e) UNICEF has created an Evaluation Committee that oversees the evaluation function and considers global evaluation reports and tracks follow-up to approved recommendations having systemic implications. At the regional and country levels, consideration of evaluation findings, recommendations and follow-up measures are handled, respectively, by the regional and country management teams;

(f) UNICEF has created an evaluation database for all evaluations supported by UNICEF. UNICEF has also established standards governing the quality of evaluation reports and has set up a web page where evaluations meeting the standards are posted;

(g) Training and learning on RBM are extended throughout the organization through dedicated materials within the core programme process training and through a self-learning programme process CD-ROM and a specific guide on the subject.

42. **Benchmark 8: RBM is internalized throughout the organization.** A knowledge management strategy is being formulated and will be reflected in the next MTSP for the period 2006-2009. It will encompass the identification, validation and dissemination of good practices, the strengthening and quality

improvement of the evaluation function, the role of the Innocenti Research Centre in generating child-related knowledge and the use of the UNICEF Intranet and other systems for networking of information.

43. **The report on delegation of authority and accountability (JIU/REP/2004/7)** highlights the need for transparent information about manager/staff performance and the necessary HR system reform. This important and bold report hits the core of the issue when it talks about the need for cultural change.

44. The report cites useful examples of types of measures adopted by United Nations system organizations, including UNICEF. A key issue, however, remains that of implementation. More specific identification of how to make broader recommendations practicable would have been helpful. It also would have been particularly useful to have more analysis of the cost-effectiveness of recommendations for organizations such as UNICEF that are voluntarily-funded and thus face distinct funding challenges.

45. The report cites the positive example of the regional management team and also the placement of regional HR officers in the regional offices (paragraph 29). While the report identifies the fact that these regional officers can be helpful in making HR decisions, the report might also have cited the role such officers also play in overseeing matters of accountability, monitoring and administration of justice. The placement of regional HR officers can thus be cited as a useful measure to balance the advantages of centralization in terms of cost-efficiency and expertise against the advantages of decentralization in terms of local awareness and sensitivity, especially for a predominantly field-based organization such as UNICEF.

46. The perceived potential risks of the abuse of authority can make people and organizations lean toward systems and measures that are not based on results or on value-for-money. The leitmotif ought to be that delegation of authority comes with transparent accountability. There is no doubt that lack of accountability undermines the achievement of results.

47. A difficult question is how to select and hire staff in order to foster the achievement of results. Theoretically, if managers were to do the hiring, they would be fully accountable for the results achieved by their teams. The report refers to the strict staff rotation policies of UNICEF, the Office of the United Nations High Commissioner for Refugees and WFP (paragraph 15), implying that this does not well serve managers' decision-making on staffing. The report does not address the benefit of rotation and or how UNICEF has managed it rotation exercises.

48. The performance-based accountability concepts presented in paragraph 45 are crucial for the achievement of results and imply a change of managerial culture with the United Nations system. Because UNICEF has an action-driven culture, results planning, management work programmes and resources alignment contribute to performance-based accountability.

49. The report does note that UNICEF has an online HR manual (paragraph 23), a leadership programme (paragraph 35) and an ombudsman function (paragraph 61).

50. **Report on managing performance and contracts (JIU/REP/2004/8).** This is an excellent and bold report, although UNICEF is mentioned only in the list of acronyms. The report focuses on three areas: (a) performance management; (b) pay

for performance; and (c) contractual arrangements. Studies show that most organizations, whether public or private, struggle with this issue. As a main prerequisite for improving performance management, the report identifies a change in the culture of organizations through emphasis on adequate managerial competencies and the development of mechanisms to ensure proper delegation of authority.

51. The report usefully highlights as benchmarks strategies aimed at simplifying performance assessment and making it more consistent. UNICEF has itself identified simplifying performance management systems as an important issue (benchmark 4). In this context, it is important to recognize that performance management itself can be over-managed. UNICEF is very much attuned to the need to develop performance management systems that help rather than burden managers.

52. It is somewhat surprising, however, that the report does not recognize and cite the specific measures UNICEF has taken with respect to performance management, which might have provided specific indicators for other organizations. UNICEF has developed a list of competencies for management and professional staff based on their positions, and is developing a list for General Service staff. In addition, commensurate with the report's own emphasis on communicating organizational goals to staff and the creation of performance management systems as managerial tools (benchmarks 2 and 3), UNICEF has developed a learning curriculum to support good performance management that includes specific staff training modules on performance planning and objective setting; performance coaching and feedback; supervisory skills; managing "upwards"; and project management.

53. Notably, in terms of staff development needs (benchmark 8), UNICEF has developed a new Professional and Personal Development Programme ("P^2D") that is designed to provide a framework for career management by leveraging the tripartite relationship between an individual staff member, his or her supervisor and UNICEF. Complemented by a career counselling programme, P^2D received recognition as a best practice at the 2003 International Career Development Conference. Mentioning this programme might have provided a useful illustration for other United Nations organizations.

54. For the other areas it covers, pay for performance and contractual arrangements, the report provides some useful analysis. The report is correct in identifying the need for both harmonization in the United Nations system and the ability to attract and maintain qualified staff. At the same time, it would have been useful if the report had provided further analysis of how harmonization could be accomplished, given the different challenges faced by organizations of the United Nations system. It is important to recognize that organizations such as UNICEF, which is entirely funded by voluntary contributions, face challenges distinct from those of organizations that derive funding from assessed contributions. Moves to harmonize the use of indefinite or career appointments or types of contracts must take into account the limitations of the individual organizations.

III. Ongoing/forthcoming reports of the Joint Inspection Unit of interest to UNICEF

55. Of interest to UNICEF are ongoing JIU reports on measures to further enhance efficiency, coherence, and quality of programming for development of the United Nations system at the country level and on harmonization of the conditions of travel throughout the United Nations system.